

Model City Emergency Operations Plan and Terrorism Annex

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Model City Emergency Operations Plan

Purpose

The purpose of this plan is to define the actions to be taken by Model City government, private and volunteer organizations, the role of state and federal agencies within the local area, and the coordination required among them in order to respond effectively to any type of emergency or disaster situation that affects citizens and property of Model City.

Scope

This Emergency Operations Plan (EOP) addresses emergency actions as they apply to Model City. It provides for mitigation, preparedness, response, and recovery operations. The basic plan has a broad framework and describes the approach to emergency management, planning, and operations.

This EOP is a flexible document. It is recognized that changes from the contents of this plan can, and will, occur due to the unique nature of emergencies. This deviation, using initiative and common sense, is both authorized and encouraged to adapt to the specific emergency and to ensure public safety.

Each organization and agency which has a role in this plan or its elements will develop Standard Operating Procedures (SOP) which provide systematic instructions for accomplishing assigned functions.

Situation and Assumptions

A. Situation

1. Model City has a population of 65,000, and is centrally located in a four-county area with a population of over 375,000. The city is located in the northwest corner of the state (geographically, Alabama is used as the state).
2. A track operated by Mid-American Railway runs through the northern part of downtown Model City. An Amtrak station and a privately-owned fertilizer company and oil company are located along the tracks.
3. Interstate 20 runs to the northwest, five miles from downtown Model City.



4. Model City Regional Airport is located at the southern end of the city, offering twenty-four commuter flights daily into and out of the city.
5. Model City is vulnerable to a number of natural disasters including hurricanes, tornadoes, earthquakes, fires, and severe winter weather.
6. Model City is also vulnerable to man-made disasters such as hazardous materials accidents, major transportation accidents, and civil disorders. Other possible dangers are those resulting from national or world events, including terrorism.
7. The potential size and impact of any emergency in Model City could vary from a minor event using only minimum response resources to a major emergency that requires possibly more resources than Model City possesses. Variations will depend on time of day, weather conditions, time of year, warning time, location, population density, and the type of emergency or disaster.

B. Assumptions

1. It is impossible to predict the specific effects of a disaster upon Model City, or to be sure in advance that any specific hazard would or would not occur. However, the city could be subjected to numerous disaster situations.
2. Model City is supported by private and volunteer organizations and state/federal agencies, having the capabilities, including manpower, equipment and supplies, to minimize the loss of lives and property in the event of an emergency or disaster.
3. In the event of a natural or technological incident, sufficient capabilities exist to handle the initial tasks related to the situation but our resources would soon be taxed to the limit or exhausted, so outside assistance would be required. Emergencies may require coordination and cooperation among governmental, private and volunteer organizations to protect lives and property of Model City residents.
4. In most cases, proper preparations and mitigation measures could reduce damage and loss of life.
5. Organizations and agencies tasked in this document will respond as required to fulfill their responsibilities in providing for public safety during an emergency response and/or recovery operation.



Concept of Operations

A. General

1. The Mayor of Model City is responsible for emergency preparedness operations. The Model City Emergency Management Agency Director acts as his Chief of Staff and primary advisor during such emergencies. If needed, the Mayor or Chief of Staff will declare a local state of emergency. A local state of emergency is defined as an existence of conditions of disaster or extreme peril to the safety of persons and property within the limits of Model City. Department or agency directors and their staffs are responsible for functions as specified in this plan and its annexes. City agencies will conduct emergency operations until the emergency exceeds the local government's capability to respond, then assistance will be requested from County officials, who will then refer to the state government for aid when necessary. The federal government will assist the state, when appropriate. Operations shall be conducted from the city Emergency Operations Center (EOC), and all departments and agencies having an emergency function or capability will be represented.
2. This plan is based on the concept that emergency functions for various groups involved in emergency preparedness will generally parallel their normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases. It is generally true, however, that a disaster is a situation in which the usual way of doing things no longer suffices. It is desirable, and always attempted, to maintain organizational continuity and to assign familiar tasks to personnel. In large-scale disasters, however, it may be necessary to draw on people's basic capabilities and use them in areas of greatest need. Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency. Efforts normally required of those functions will be redirected to accomplish the emergency task by the agency concerned.
3. In keeping with the nationwide strategy of the Incident Command System/Unified Command (ICS/UC), this plan is concerned with all types of emergency situations that may develop. It also accounts for activities before, during, and after emergency operations. The first-arriving unit at an emergency scene will assume command and advise other response units of the situation and safe arrival routes. Command will be transferred as more qualified responders arrive on the scene.



4. All personnel involved in emergency response and recovery activities will use a continuously-implemented process consisting of the following principles until the action, incident, or situation has been resolved.
 - Acquire accurate information
 - Determine and review options
 - Make decision
 - Coordinate and implement decision
 - Monitor the results
 - Assess results; report or adopt a different option, if necessary
5. Where requests for resource assistance are received from another jurisdiction outside of Model City and are beyond existing mutual aid agreements or MOUs, the granting of the requests and the quantities provided will be at the direction of the EMA Director.

B. Phases of Emergency Management

This plan is concerned with all types of emergency situations. It also deals with activities that occur before, during, and after emergency operations. These activities are accomplished by dividing emergency management activities into the following phases: mitigation, preparedness, response, and recovery.

1. Mitigation. Mitigation activities are any actions taken to prevent or reduce the occurrence of any emergency or risk to human life and property. Examples of mitigation efforts include, but are not limited to:
 - Building codes
 - Disaster insurance
 - Public education
 - Procurement and integration of equipment
 - Identifying resources



2. Preparedness. Preparedness activities are any actions taken prior to the emergency that facilitate the implementation of a coordinated response. Examples of preparedness efforts include, but are not limited to:
 - Continuity of government decisions
 - Testing and maintaining equipment
 - Establishing, equipping, and maintaining the EOC
 - Developing emergency plans and procedures
 - Participation in training, drills, and exercises
 - Coordination of sirens and other emergency notification methods
 - Hazard identification
3. Response. Response activities are any actions taken immediately before, during, or directly after an emergency to save lives, minimize damage to property, and increase the effectiveness of recovery efforts. Examples of response include, but are not limited to:
 - Emergency medical services
 - Police services
 - Fire and rescue services
 - Public works
 - Protective actions
4. Recovery. Recovery is the phase that involves restoring systems to normal. Short-term recovery actions are taken to assess damage and reestablish vital life-support systems; long-term recovery actions may continue for years. Examples of recovery actions include, but are not limited to:
 - Damage assessment
 - Debris clearance



- Decontamination
- Counseling
- Disaster assistance
- Temporary housing
- Could include some mitigation efforts

When the Mayor of Model City and his or her advisors determine that a State of Emergency no longer exists, he or she will issue an order terminating it, including all specially-delegated emergency authorities and powers.

C. Emergency Action Levels - Natural Disaster - (National Weather Service)

1. **WATCH**—All emergency personnel placed on standby. (Conditions are favorable for severe weather).
2. **WARNING**—Partial activation of EOC by emergency preparedness personnel (actual sighting; actually occurring).
3. **IMPACT**—Full activation of EOC.
4. **RECOVERY**—Continued response activities as needed.

D. National Security Threat Levels

1. **GREEN**—Low risk of terrorist attack.
2. **BLUE**—General risk (agencies are asked to review and update emergency response procedures).
3. **YELLOW**—Elevated condition, meaning there is a significant risk of attack (increased surveillance of critical locations and implementing some emergency response plans are called for).
4. **ORANGE**—A high risk of attack, meaning the government should coordinate necessary security efforts with armed forces or law enforcement agencies and take additional precautions at public events.
5. **RED**—Severe risk of attack and may require the pre-positioning of specially-trained teams, closing public and government facilities, and monitoring transportation systems.



Organization and Assignment of Responsibilities

The following departments and agencies are assigned the listed responsibilities and emergency functions. The functions apply to all parts of this EOP unless a specific part is designated. Each organization will develop and maintain its own SOP, which will be applied when carrying out any part of the EOP.

A. City Executive Offices

- Provide overall command and control of emergency response actions (EMA director and mayor's chief of staff)
- Declaration of a local emergency (mayor)
- Keep records of expenditures and obligations in emergency operations
- Submit local government reports to the appropriate state offices

B. Fire Department

- Conduct fire fighting, rescue, and HazMat operations
- Conduct radiological monitoring and reporting
- Assist with providing trained personnel for monitoring and decontamination
- Coordinate rescue activities
- Assist law enforcement in traffic control
- Assist in route alerting and door-to-door notification
- Assist with the provision of emergency medical services/first aid to evacuees at reception centers and at mass care centers
- Provide emergency medical care
- Assist in public evacuation by providing ambulance support
- Provide emergency medical response to established shelters for monitoring the condition of evacuees and their transportation to functional hospitals



C. Law Enforcement

- Provide security at EOC and other vital areas
- Provide security at reception centers and mass care centers
- Control access to affected areas
- Provide security for evacuated areas and any areas containing contaminated personal items or valuables
- Conduct route alerting/door-to-door notification as necessary
- Notify hearing impaired
- Provide instructions for those persons without transportation for evacuation from public areas
- Establish primary and alternate evacuation routes
- Provide traffic control
- Identify road impediments
- Supervise orderly movement control of evacuees back into the area when it is safe
- Search and rescue
- Supplement communications
- Assist with evacuation efforts

D. Emergency Management Agency

- Activate and manage the EOC
- Coordinate EOC response and recovery operations
- Coordinate information with adjacent counties and the state EOC
- Ensure 24-hour staffing of emergency organizations including liaison requirements



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- Assist EOC staff in resolving operational problems
- Obtain additional resources needed for response
- Ensure EOC staff is updated on events
- Coordinate implementation of protective actions
- Coordinate relocation to alternate EOC, if necessary
- Develop and maintain the EOP and EOC SOP
- Provide for EOC staff training and participation in drills and exercises
- Coordinate all county emergency management training
- Activate and manage EOC communications
- Coordinate the assistance provided by private organizations, groups or volunteers, in conjunction with the Red Cross and other government agencies
- Review Public Information Office (PIO) releases for accuracy
- Activate Emergency Broadcast System, if needed
- Maintain the meeting agendas, records, and other files of the Local Emergency Planning Committee (LEPC)
- Facilitate, develop, and publish an after action report

E. Emergency Communications/911 Center

- Serve as the 24-hour contact point for emergency notification
- Notify county departments/agencies
- Develop Incident Command Plan (ICP)
- Provide support to the EOC and command post



F. Health Department

- Coordinate emergency healthcare
- Provide public health information and advice
- Assist in making protective action recommendations
- Provide medical support to evacuees in shelters
- Provide inoculation and disease prevention
- Provide health care for EOC staff
- Verify minimum sanitation standards
- Conduct contamination assessment of food and water
- Coordinate with appropriate agencies on the handling, storage, and disposal of contaminated personal items and waste
- Maintain public and emergency worker radiation exposure records
- Assist with medical administration, i.e., quarantine orders, isolation, and disease surveillance
- Provide epidemiological support
- Provide laboratory support
- Coordinate mortuary services
- Monitor pest and rodent control

G. Department of Public Works

- Restore vital facilities and public utilities
- Assist in rescue
- Assist in control of vital resources



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- Operate salvage depot
- Assist in decontamination
- Assist in route alerting
- Provide traffic and access control equipment
- Maintain evacuation routes in passable condition
- Assist in establishing alternate evacuation routes
- Provide emergency sanitation facilities
- Provide an emergency potable water supply
- Provide for damage assessment of public property and certain non-profit organizations
- Serve as a liaison with major industries

H. Hospitals

- Provide for the handling and treatment of injured, contaminated, or exposed members of the public and emergency response personnel
- Provide for disposal of on-premise contaminated materials
- Provide medical guidance to EMS units and field triage teams
- Provide qualified medical personnel, supplies, and equipment
- Implement mass casualty plans

I. American Red Cross

- Provide such services as sheltering, feeding, clothing and other essential emergency needs to disaster victims
- Provide responders with Critical Incident Stress Management (CISM)
- Provide family assistance



- Assist with coordination of mental health services
- Provide decon support at hospitals

J. School Board

- Maintain list of possible shelters
- Assist with transportation needs
- Notify all public, private, and parochial schools of an emergency
- Implement protective actions for public and private school populations
- Appoint building managers for each facility used during emergency operations
- Provide personnel for the preparation of food, if requested
- Provide custodial services for evacuees housed in school system

Administration and Logistics

- A. Should local government resources prove inadequate during emergency operations, requests will be made for assistance from other local jurisdictions, higher levels of government, and other agencies in accordance with existing or emergency negotiated mutual aid agreements and understandings. Such assistance may take the form of equipment, supplies, personnel, or other available capabilities. All agreements and understandings are entered into by duly-authorized officials.

It is understood that written agreements are not necessary with state or federal agencies, since these groups have a legal responsibility to provide assistance when called upon to do so.

- B. The mayor has the authority to order any emergency purchases and/or authorize the contracting of any emergency services required.

Since there is no provision in the city budget to deal with a large emergency that might tax limited resources, mutual aid agreements, and procedures to request assistance from state and federal authorities are critical to the planning effort.

C. Records and Reports

1. Responsibility for submitting local government reports to state and federal agencies rests with the Model City EMA.



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2. Records of expenditures and obligations in emergency operations are maintained by the Model City EMA.
 3. Narrative and log-type records of response actions to all emergencies are maintained.
- D. The Model City EMA EOC is the primary site for coordination of all emergency operations. In the event the EOC should become unusable, the alternate EOC will be used.
- E. In the event of a disaster, the Model City EMA coordinates and supports the responsible agencies.
- F. Consumer Protection—Consumer complaints pertaining to alleged unfair or illegal business practices will be referred to the Model City Better Business Bureau, or the District Attorney's Office.
- G. Nondiscrimination—There will be no discrimination on grounds of race, religion, nationality, sex, age, handicap, or economic status in the execution of disaster preparedness or disaster relief and assistance functions.
- H. Administration of Insurance Claims—Insurance claims are normally handled on a routine basis by the commercial insurance companies and their adjustment agencies. Complaints should be referred to the State Insurance Commissioner.
- I. Duplication of Benefits—No person, business concern, or other entity will receive assistance with respect to any loss for which he/she has received financial assistance under any other program or for which he/she has received insurance or other compensation.
- J. Use of Local Firms—When major disaster-assistance activities are carried out by contract or agreement with private organizations, firms, or individuals, preference will be given, to the extent feasible and practical, to those organizations, firms, and individuals residing or doing business primarily in the affected area.
- K. Model City employees may be subject to legal action because of injuries or damages resulting from their acts or omissions. Employees may be personally liable for any of their acts or omissions that involve gross negligence, malice, or unlawful conduct. An emergency does not justify improper or unlawful conduct.
- L. Unless covered in a mutual aid agreement/memorandum of understanding, emergency resources may not be sent outside of Model City unless approval is granted by the EMA director.
- M. The Model City EMA has the authority to appropriate services and equipment from citizens as necessary in response to a disaster.



Plan Development and Maintenance

- A. This EOP will be reviewed and updated at least annually based on deficiencies identified in simulated or actual use, or due to organizational or technological changes.
- B. The Director of the Model City EMA will maintain and update this plan as required. Responsible officials in state/local agencies should recommend changes at any time and provide information periodically about changes of personnel and available resources. The Director will coordinate an annual review and revision effort as necessary.
- C. Revisions to the EOP will be forwarded to all organizations/agencies assigned responsibilities in the plan. Receipt acknowledgement of revisions will be required.
- D. Contact names and telephone numbers (i.e., EOC staff, departments/agencies, special facilities, schools, etc.) are maintained by appropriate departments/agencies and are updated quarterly.
- E. The Director of the Model City EMA, under the supervision of the Mayor, has the overall responsibility for emergency planning, coordination of resources, and provision of direction of disaster operations.
- F. Directors of supporting agencies have the responsibility for maintaining internal plans, SOP, and resource data to ensure prompt and effective response to disaster.
- G. If a plan is to be effective, its contents must be known and understood by those who are responsible for its implementation. The Director will brief the Mayor, Model City Council, departmental directors and other appropriate officials in emergency preparedness and in this plan in particular.
- H. All agencies will be responsible for the development and maintenance of their respective segments of the plan as set forth earlier in Section V, "Organization and Assignment of Responsibilities."
- I. This plan applies to all Model City boards, commissions, and departments assigned emergency responsibilities, and to all elements of local government.
- J. This plan can be activated at least once a year in the form of a simulated emergency, regardless of actual events, in order to provide practical controlled operations experience to those who have EOC responsibilities.



Model City Emergency Operations Plan Terrorism Annex

All Model City resident public safety and emergency medical services currently serve under their respective SOP. This portion of the plan summarizes some generally-accepted emergency response principles, not department-specific practices. (Slight procedural variations occur at the discretion of the respective agency authority.)

Local Government Agencies

In the event of a terrorist incident, local government agencies are responsible for, but not limited to the following actions.

Fire Department

- If first on the scene, act as the lead agency.
- Initiate Incident Command System. Advise arriving units of safest arrival method relative to release. Establish a single on-site command post. Dispatch senior office representation to the City Emergency Operations Center (EOC) if it is activated.
- Provide regularly-updated information to the EOC and Model City Executive offices
- Determine the appropriate protective actions necessary to protect the public. Ensure effective communication to the affected area via the media, loudspeakers on emergency vehicles, and door-to-door notifications as necessary. The Model City Health Department provides advice on proper protective actions and their effectiveness on an ongoing basis.
- Establish communication with those agencies which provide advice on control and containment actions.
- Should the incident become an ongoing situation, determine the best methods to control or eliminate leakage or materials escape.
- Conduct fire suppression.
- Coordinate with the hazardous materials sector and the Emergency Medical Service Coordinator for proper decontamination as required. Conduct necessary field decontamination of all necessary response personnel, victims, and equipment.
- Establish control zones for the incident site. Facilitate evacuation from the hot and warm zones.
- Remain on-site until immediate health and safety risks have been brought to an acceptable level.



Fire Department—HazMat Team

- Provide standardized training and tactical operating procedures for responding to and mitigating hazardous materials emergencies on an ongoing basis.
- Facilitate joint planning and cooperation regarding effective tactical response to incidents.
- Provide technical expertise, equipment, and assistance at the incident, and perform duties as directed by the Incident Commander.
- Advise Incident Commander of any additional resources available or needed to mitigate the incident.
- Conduct post-incident reviews of published operational procedures, training, and equipment.
- Represent the area fire departments' hazardous materials teams on the Local Emergency Planning Committee (LEPC).
- Deploy HazMat response vehicle to scene.
- Deploy Mass Decontamination/Technical Unit to scene.

Law Enforcement

- If first on the scene, act as the lead agency.
- Assign a senior officer to the ICP as well as the Model City EOC (if it is activated).
- Provide regularly-updated information to the EOC and the Model City Executive Offices.
- Conduct investigations per respective SOP, local ordinance, and state law.
- Provide security at scene, operational areas, and critical facilities, including the national pharmaceutical stockpile.
- Control traffic in and around the affected area.
- Provide perimeter and traffic control at the site.
- Control media access.



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- If requested by the Incident Commander, conduct an evacuation of the affected area only when properly outfitted with PPE.
- Coordinate other assisting law enforcement resources.

Emergency Medical Service

- Assign the EMS Director to the ICP. Assign triage, treatment, and transport and tracking functions as appropriate. Support a decontamination area for contaminated casualties. Dispatch appropriate representation to the Model City Emergency EOC (if it is activated).
- Initiate triage after decontamination is complete.
- Assist other agencies in establishing decontamination and patient treatment areas in a safe location.
- Ensure appropriate and effective victim and responder decontamination prior to transport to medical facility.
- Deploy a Mass Casualty Unit to scene.
- Integrate all supporting EMS agencies into the medical operations on the scene.

Emergency Management Agency

- Fulfill other obligations as imposed by the State Emergency Response Commission.
- Request input and assistance from Model City departments and agencies in revising the annual Hazardous Materials Annex to the Model City EOP.
- Advise responding agencies as to local, state, and federal resources available to assist in mitigating the incident.
- Activate the Emergency Broadcast System only at the direction of the Emergency Management Director to provide information concerning the incident to the general public.
- Assist the Incident Commander in the coordination of other logistical support agencies called upon to provide support.



- Provide advice and recommendations to the Mayor's office regarding the need for a Disaster Declaration or State of Emergency. Serve as the lead coordinating agency for aid and assistance requests during response and recovery phases. Activate the City-County EOP, as indicated.
- Activate the Primary or Alternate Model City EOC, when necessary.
- Provide a EMA Duty Officer to immediately respond to the on-site Command Post to provide support to HazMat.
- Receive, file, and distribute chemical release reports filed on behalf of the Local Emergency Planning Committee (LEPC).
- Maintain computerized data on all reports submitted by reportable facilities and companies in Model City.
- Provide computerized data to jurisdictional fire departments and other governmental agencies.
- Provide information to the public under the Community Right-to-Know Act of 1986.
- Coordinate and take appropriate action on hazardous material spills, which affect run-off and drainage areas in the county other than the sewer system.
- Monitor and/or take necessary actions to clean-up hazardous material incidents in the county. Coordinate with state and federal EPAs to ensure that the clean-up has been properly completed.

Health Department

- Dispatch appropriate representation to the Model City EOC (if it is activated).
- Make recommendation on isolation, segregation, and quarantine measures.
- Implementation of the state quarantine law by order of the district health officer by empowering law enforcement officers.
- Enforce Model City Health Department codes concerning environmental, public health, or safety problems.
- Provide advice to the IC on protective actions to protect the public.



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- Provide advice to the IC regarding any necessary steps for effective decontamination, consulting the Model City Hospital Poison Center.
- Provide information concerning symptoms and recommended medical treatment for exposure to hazardous materials to on-site medical teams, as requested.
- Provide information concerning symptoms and recommended medical treatment for exposure to hazardous materials to receiving hospitals, as requested.
- Provide information concerning decontamination procedures to on-site responders, as requested.
- Provide—as required—deputy coroners, investigators, and forensic pathologists. Conduct all duties and responsibilities per state law.
- Dispense any national pharmaceutical stockpile medications at needed.

Department of Public Works

The Model City Department of Public Works will have the following responsibilities:

- When requested, send a representative to the ICP. Dispatch appropriate representation to the Model City EOC if it is activated.
- When requested, provide exposure, monitoring, and sampling services at the incident site and at any water treatment facilities. Monitor and alert proper personnel to contamination in either the sanitary or the storm sewer systems.
- Advise the Incident Commander concerning any anticipated problems involving hazardous materials that may have entered either the sanitary or the storm sewer system.
- Enforce department work codes on environmental, public health, or safety problems arising from an incident.
- Provide equipment and operators for debris removal.



County and State Government Assistance

Should an act of terrorism exhaust the resources of Model City, city officials will request aid from the county, which will in turn alert the state to any needed assistance. The county and state will operate according to their own existing EOPs.

Federal Agencies

In the case of a terrorist attack, Model City acknowledges that the Initial National Response Plan (INRP) will come into effect and that officials from the Department of Homeland Security (DHS) will be on hand to coordinate the federal response to the incident.

